



DISASTER AND PUBLIC EMERGENCY RESPONSE

FC No.: 901

Date: 03-01-04

If a provision of a regulation, departmental directive, rule, or procedure conflicts with a provision of the contract, the contract prevails except where the contract provision conflicts with State law or the Police Collective Bargaining Law. (FOP Contract, Article 61)

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I. Policy

It is the goal of this department to prepare for, respond to, and help facilitate the recovery from any disaster or public emergency, which occurs within Montgomery County. In furtherance of that goal, this department is dedicated to providing disaster/emergency services within the framework of the Montgomery County Emergency Operations Plan (EOP). This directive complies with the requirements of the EOP. (CALEA 46.1.2)

II. Definitions

- A. Disaster: A hazardous occurrence of unusual or severe effect, threatening or causing extensive damage to life or property, and requiring extraordinary measures to protect lives, meet human needs, or achieve recovery.
- B. Disaster Command System (DCS): A unified command structure directed by the Disaster Manager in the Emergency Operations Center

(EOC). The police department is one of many agencies within this structure.

- C. Disaster Manager: In the event the EOC is activated, this is the official appointed by the Chief Administrative Officer (CAO) to organize and direct all county personnel and resources in response to a disaster. The Disaster Manager is the highest ranking operations officer in the EOC. (CALEA 46.1.1)
- D. Office of Emergency Management (OEM): *An office in the Office of the Fire Administrator*, Montgomery County Fire and Rescue Service (MCFRS) that provides administrative support to the Emergency Management Group
- E. Emergency Operations Center (EOC): Designated communications **and** command center to be used by agency heads (or designees) in disasters and emergencies.
- F. Emergency Management Group (EMG): Representatives from local government agencies operating as a team toward a unified disaster response and long range emergency management planning in Montgomery County. The EMG function is coordinated through MCFRS by **OEM**. (CALEA 46.1.1)
- G. Emergency Operations Plan (EOP): A comprehensive emergency response plan developed by the EMG, **and approved by the County Executive and County Council**. All county agencies and departments must prepare for and conduct emergency operations in accordance with the EOP.
- H. Evacuate: To remove all people from the area and buildings endangered by the emergency.
- I. High-Risk Population: A group of persons who, due to their vulnerability or other factors, may be harmed or may pose a risk to others if evacuated (e.g., **frail** elderly, sick, **disabled**, detention center inmates, etc.).

- J. **Incident Commander**: The individual on the incident scene, from the appropriate public safety agency, responsible for the management of all operations and all agencies on the scene. The Incident Commander answers to ***the ranking operations officer from their agency*** in the EOC, ***and ultimately to the Disaster Manager***. (CALEA 46.1.1)
- K. **Incident Command System (ICS)**: An incident management plan whereby the Incident Commander appoints assistants to carry out major tasks. The ICS is used on the scene and may be employed even if the DCS is not activated.
- L. **Incident Management Team**: The group of personnel in direct control of the crisis to include the incident commander, the incident commander's assistants, and any other individuals deemed appropriate and necessary by the incident commander.
- M. **Incident Security Officer**: The individual responsible for security of the incident scene, maintaining public order, and screening individuals to ensure that only authorized persons enter the hazard area.
- N. **Incident Operations Officer**: The individual responsible for implementing the strategic decisions of the incident commander, including evacuation.
- O. **EOC Police Operations Officer**: An officer, the rank of ***assistant chief, or designee***, who oversees all police operations from ***within the Emergency Operations Center***.
- P. **Public Emergency**: Any natural or man-made disaster, civil disturbance, or hostile attack. The County Executive has authority to declare a state of "Public Emergency" which enables the Executive to invoke emergency powers for up to ***seven*** days. ***EOC activation requires notification of the County Council by the CAO***.
- Q. **Incident Resource Officer**: The individual responsible for acquiring personnel, supplies, and equipment as requested by the incident commander.
- R. **Staging Area**: A location, separate from the incident scene and out of the danger zone, that provides good access to the scene where

responding personnel and equipment would assemble for assignment.

- S. **Incident Staging Officer**: The individual responsible for the assembly of personnel and equipment at the staging area.

III. Disaster Response Command Structure (CALEA 46.1.1, 46.1.2)

- A. When a disaster occurs, the EOP requires:
1. Implementation of the DCS.
 2. Notification of the EMG.
 3. Mobilization of the EMG to the EOC.
- B. When the EOC is activated, all county agencies report to one commander, the Disaster Manager, for the duration of the event.
- C. Representatives from the police department, MCFRS, ***Department of Environmental Protection (DEP), Corrections and Rehabilitation, and Office of the Sheriff*** ***comprise*** the Operations Team. The representative from the police department is called the ***EOC*** Police Operations Officer.
- D. The Disaster Manager and the Operations Team will operate out of the EOC. The usual command structure within the police department is unchanged.
- E. The DCS chain of command, as it pertains to police operations, is as follows:
1. County Executive
 2. CAO
 3. Disaster Manager
 4. Operations Team (Police/MCFRS)
 5. Incident Commander
 6. Police Department Chain of Command
- F. Within the departmental chain, supervisors or executive officers should initiate the ICS to coordinate the police operations on the scene. All district stations and the command buses are equipped with an organized package of materials to simplify activation of the ICS package (refer to section ***IX***).

IV. Incident Commander Responsibilities

- A. The Incident Commander is the individual in charge of the scene. Any officer may be the Incident Commander of an event. The police officer who is the first arriving unit is instantly

the Incident Commander. When an officer of higher rank than the first arriving officer arrives on the scene and relieves the lower ranking officer, the higher ranking officer becomes the Incident Commander. If the higher ranking officer is not taking charge as Incident Commander, then the higher ranking officer must declare who is in charge. If the event is a type which requires MCFRS to take charge of the scene (train/plane crash, HAZMAT incident, etc.), the MCFRS official will become the Incident Commander when MCFRS arrives on the scene.

- B. The Incident Commander has the authority to request assistance from other county agencies and from many volunteer organizations in the region. These resources are requested by notifying **OEM** through ECC. All personnel responding will report to the Incident Commander, or designee, for assignments. The Incident Commander has command authority over all agencies and organizations, which respond to the disaster. If agencies outside of the county government respond at the request of the Disaster Manager (under Mutual Aid agreements), they, too, will be under the command of the Incident Commander. (CALEA 2.1.3.c, 2.1.3.d, 2.1.3.e)

- C. ***When the EOC is activated, the police incident commander will establish regular communications and status reports with the EOC Police Operations Officer in order to coordinate/facilitate multi-agency efforts.***

V. **Disaster Response Procedures**
(CALEA 46.1.2)

A. Officer Responsibilities:

1. The first unit on scene will:
 - a. Immediately notify ECC; give frequent updates of continuing events and any damage and/or casualties.
 - b. Direct all responding units to ***the staging area, advising them of existing hazards, necessary equipment (i.e. gas mask, WMD Personal Protective Equipment, etc.), and safe method of entry to the scene (i.e., upwind/up-grade, safe distances, and consideration for secondary devices).***
 - c. Establish a preliminary command post (the police cruiser) and advise ECC of the exact location.

- d. Establish a 10-3.
 - e. Assume the position of Incident Commander until relieved.
 - f. Operate within the normal police chain of command.
2. All officers will:
- a. Maintain radio discipline; direct all communications through the communications car.
 - b. Remain on the primary radio ***talk-group*** of the district of occurrence; all non-disaster communications will take place on a ***talk-group*** designated by ECC.
3. Officers will be required, when assigned, to:
- a. Provide security at ECC and the EOC.
 - b. Provide security and traffic control at shelters and other facilities as designated by the Disaster ***Manager until relieved by the Sheriff's Office when more than one shelter is established.***
 - c. Provide security for temporary morgue sites.
 - d. Initiate evacuation per section VII.
 - e. Engage in search and rescue operations.
 - f. Direct authorized volunteer service providers.
 - g. Transport physicians from area hospitals to the incident scene.
 - h. Transport blood and other medical supplies.

B. Supervisor Responsibilities:

1. Designate the district's primary radio ***talk-group*** as the disaster ***talk-group***.
2. Establish a long-term command post/staging area a safe distance from the danger (upwind and up-grade from a hazardous materials release whenever possible).
3. Assume the position of Incident Commander until relieved.
4. Institute a 10-3, if not already in effect.
5. Notify the duty and/or district commanders.
6. Request the mobile command post, if needed.
7. Request adequate personnel to secure the outer perimeter.
8. Activate the ICS.
9. Evaluate the need for evacuation (refer to section VII).

10. Initiate departmental call-back procedures at the district level when directed to do so by the duty/district commander.
 11. Handle duties at the command bus, as assigned.
 12. ***Accountability to personnel and positions/assignments, to include their tactical situation. Consideration for secondary devices and force protection must be continuously evaluated***
- C. Duty/District Commander Responsibilities:
1. Initiate departmental call-back procedures when directed by the Chief of Police, or designee.
 2. Respond to the scene and take charge as the Incident Commander until relieved.
- D. EOC Police Operations Officer Responsibilities:
1. Oversee all police operations.
 2. Operate under the direction of the Disaster Manager.
 3. Provide a police supervisor to the command bus or other designated command post.
 4. Coordinate traffic control and management.
 5. Provide area security for evacuated and restricted areas.
 6. Designate shelters in conjunction with Red Cross, ***OEM, and the EMG Shelter Task Force.***
 7. Provide one officer for communication and security at each shelter ***until relieved by the Sheriff's Office.***
 8. Plan and coordinate evacuations.
 9. Attend briefings by the Disaster Manager.
 10. Ensure that one officer has been provided for security at the EOC.
 11. Coordinate all search and rescue operations using all necessary county resources including authorized volunteer organizations.
 12. Use Sheriff's Office personnel as needed to supplement all law enforcement functions during the disaster/emergency.
 13. Designate an Incident Commander to take charge of on-scene police operations.
- E. ECC Responsibilities:
1. Designate a radio ***talk-group*** for non-disaster communications.
 2. The ECC supervisor will alert and brief the Chief of Police, Media Services Division, and any appropriate adjacent jurisdictions.
 3. Initiate notification of the EMG after authorization by the CAO. If the CAO is

unavailable, initiate notification of the EMG.

4. Recall additional personnel to staff ECC, EOC, and the Command Bus.
5. Request a police officer from the ***6th District*** to respond to the EOC for security.
6. Assign two ECC operators to the command bus, if requested.
7. Initiate departmental call-back procedures when instructed to do so.

VI. Public Emergency Response (CALEA 46.1.2)

When the County Executive declares a state of "public emergency," the Executive has special powers that may be invoked which give rise to some additional enforcement responsibilities. These powers and the corresponding responsibilities are:

1. Curfew
The Executive may order all citizens to be off the streets and to remain indoors between certain times or in specific areas.
2. Alcohol Restrictions
The Executive may stop ALL sales, deliveries, and even the public consumption of alcohol for the duration of the Public Emergency.
3. Gasoline and Explosives
The Executive may stop the sale, transportation, and distribution of gasoline and explosives.
4. Firearms/Ammunition/Weapons
The Executive may stop the sale, transportation, and possession of any guns, ammunition, or dangerous weapons.
5. Restricted Areas
The Executive may designate an area as "off-limits" to the public and deny entry to all except those performing official duties.
6. Miscellaneous Powers
The Executive has the power to issue as many additional orders as deemed necessary to protect the public.

VII. Evacuation (CALEA 46.1.2)

- A. Authority to Evacuate
1. The authority for police officers to deny access and to conduct evacuation lies in the Montgomery County Fire Safety Code. Section 22-19 permits officers to control and prohibit the approach to the scene. It also prohibits obstruction of fire department

operations and requires obedience of lawful orders issued by police and fire officials. Section 22-20 authorizes fire officials to order an evacuation of any building or premises. It prohibits interference with an evacuation and makes refusal to obey an evacuation order a misdemeanor. The decision to forcibly remove someone who refuses to evacuate or to simply bypass that person must be made by the incident commander. Time and available manpower must be considered in such a case.

2. All officers should be aware that there are circumstances when in-place sheltering would be preferable to evacuating. In-place sheltering may be necessary when:
 - a. A high-risk population is involved, or
 - b. There is no time to evacuate (as when a toxic plume is moving quickly toward a populated area).

B. Command and Control

The decision to evacuate should be a joint decision between the ranking MCFRS official and, at the minimum, an on-duty patrol supervisor. That supervisor should immediately notify the district/duty commander. The Senior Ranking Officer (SRO) will be in command of the evacuation. The SRO position will change as a higher ranking officer arrives on the scene and notifies the current SRO that the higher ranking officer is taking command. The transition will be according to the chain of command as listed:

1. Patrol division chain of command up to and including the deputy district commander
2. Duty commander
3. District commander in district of occurrence
4. ***Assistant Chief, Field Services Bureau***
5. Chief of Police

C. Hazardous Incident Response Team (HIRT)

The MCFRS official in charge of a hazardous material incident may request HIRT. HIRT has the expertise and special skills to assist in the handling of hazardous materials incidents. They will serve in an advisory capacity to the fire official in charge and may be called upon to perform special services to contain a hazardous material spill or leak. The senior ranking HIRT official can provide advice on evacuation distances, time needed, and hazards to personnel. It is important to cooperate and seek advice from HIRT and the fire official at an early stage in the incident.

D. Resources and Reminders

1. Field Communications Vehicles (Field Comm 1 and 2) are available on a 24-hour basis (refer to FC 902, "Field Communications Vehicles"). If an incident is likely to last more than several hours, consideration should be given to requesting a unit(s). The following resources are available in the units:
 - a. Telephone capability
 - b. Heat, light, shelter, and air conditioning
 - c. An ICS package
 - d. Multiple radio capabilities including MCFRS, MNCPPC Police, mutual aid, and county government radios

When choosing a place for locating Field Comm 1 or 2, consider such things as a paved level surface, ***overhead obstructions***, power and phone hookups nearby, and sufficient parking space for numerous vehicles.

2. Use of Ride-On or school buses should be considered to assist in the evacuation. The request for them should be initiated as soon as the need to evacuate becomes evident.
3. ***Use of Emergency Management Communication Vehicle 1 (EMC-1) may be requested via ECC for additional radio and telephone communication support, including links with utilities and hospitals.***

VIII. Duties and Responsibilities of Police During Evacuations

A. Initial Officer on Scene

The first officer on the scene of an emergency incident with a potential need for evacuation should do the following:

1. Rescue: If endangered persons can be quickly moved to safety without undue personal hazard, the officer should immediately do so. Once MCFRS personnel are on the scene, rescue will be their responsibility.
2. Isolate: Order the closure of approaches to the incident so that additional people do not enter the area and become endangered.
3. Report: Prior to arrival of MCFRS, report the presence of hazardous materials, any placards visible, fire involved, or any other information that might prove useful to MCFRS.

B. Police Incident Commander

At the scene of an incident with the potential need for evacuation, the police incident commander should:

1. Determine the need to evacuate: By consultation with the senior ranking MCFRS official, learn:
 - a. The geographic area to be evacuated.
 - b. The worst case scenario.
 - c. The time available to evacuate before unprotected police officers become endangered.
 - d. If the process of evacuation would actually put more people in danger (if so, in-place sheltering may be indicated).
2. Make an Early Assessment of Manpower Needs: Determine early, and request as soon as possible, sufficient manpower for evacuation and perimeter control. Arrival of additional manpower may be delayed because of traffic, weather, or increased calls.
3. Appoint Assistants: Key appointments needed are:
 - a. **Incident** Operations Officer
 - b. **Incident** Staging Officer
 - c. Incident Security Officer
 - d. **Incident** Resource OfficerOther appointments should be made as appropriate and as time permits.
4. Select Shelter: When faced with an immediate need to begin evacuation, first select the nearest high school(s) from the current shelter map and list if readily available (refer to section VIII). The Incident Commander **should** consult with the **EMG** prior to selection of, and deployment to, a shelter. If there is sufficient lead time, the **EMG Shelter Task Force** should be consulted. If forced to choose a shelter immediately, **select a high school; however**, avoid choosing a school in session whenever possible. Wind direction, distance, and incident escalation must be taken into account to select the best possible shelter site. The senior MCFRS official on the scene should be consulted when making the selection.

Once selected:

- a. Order the shelter representatives called, request use of the facility, and ask that the facility be opened.
 - b. Inform the **Incident** Operations Officer of the selection(s).
 - c. Assure that the selection(s) is communicated to ECC and MCFRS Communications. MCFRS Communications will notify the Red Cross and **EMG Shelter Task Force**.
 - d. Assign at least one officer to each shelter for communication purposes and to help keep order **until relieved by the Sheriff's Office**.
5. Prepare Evacuation Message: Before beginning an evacuation, an evacuation message should be formulated by the Operations Officer and communicated to all evacuation officers. The message should:
 - a. Be concise.
 - b. Be informative.
 - c. Not induce panic.
 - d. Include the designated shelter.

C. Evacuation Officers

Officers assisting in an evacuation shall:

1. Report to staging area for assignment.
2. Secure a supply of evacuation tags from the **Incident** Operations Officer.
3. Note the official evacuation message and area assigned.
4. Proceed door-to-door to announce the evacuation.
5. Complete an evacuation tag for each house, apartment, or business and display each tag prominently where it can be seen from the street.
6. Retain the tag information stubs.
7. Double check all houses, apartments, or businesses in the assigned area to be sure none were missed.
8. Return to the staging area and turn in all tag stubs to the **Incident** Operations Officer.

D. Traffic Control Officers (CALEA 61.2.2.e)

Officers assigned to traffic control duties in an evacuation shall:

1. Proceed directly to their assigned areas, or if not assigned, report to the staging area for assignment.
2. Allow only the following persons to pass the traffic control point:
 - a. People leaving the disaster or evacuation area.

- b. MCFRS personnel actually on apparatus.
 - c. Properly identified HIRT members.
 - d. Persons wearing one of the three types of emergency arm bands:
 - Red - Fire/Rescue
 - Yellow - Police
 - Green - Official
 - e. Properly identified **OEM** volunteers.
3. All other persons seeking to enter the restricted area will be turned away and prevented from entering.
4. Persons claiming to have an official capacity (off-duty police, MCFRS personnel, county officials, etc.) should be directed to the staging area.
5. Media representatives should be directed to the media area.

E. Shelter Control Officer

Pending the assignment of Sheriff's Deputies, the officer assigned to provide security at designated shelters shall:

- 1. Report to the shelter assigned.
- 2. Establish contact with the facility representative.
- 3. Locate a phone, if available, and provide the number to the incident commander.
- 4. Assist the Red Cross and county officials by maintaining order and providing a communications link with the incident commander.

IX. **Incident Command System Package**

The ICS is a useful tool for police commanders in the management of any large disaster, evacuation, or other major police incident. Using this system, a commander and assistants can effectively control and utilize department resources. The ICS is available as a self-contained package at each district and Field Comm 1 and 2. Each package contains:

- 1. Incident Control Charts
- 2. Evacuation Tags (1,000)
- 3. Arm bands (100 of each type)
- 4. Map assortment
- 5. Supplies (grease pencils, paper, pens, etc.)
- 6. Shelter list

Additional quantities of evacuation tags and arm bands are available at ECC and on Field Comm 1 and 2.

X. **Mutual Aid from Other Jurisdictions (CALEA 46.1.2)**

- A. Officers should be aware that other jurisdictions may send personnel to assist in responding to a disaster or public emergency. Other jurisdictions will respond only when requested by the Disaster Manager. This mutual aid may come from local jurisdictions or from the state/federal government. (CALEA 2.1.3.d)
- B. Mutual aid will not be requested until Montgomery County has declared a state of "public emergency" and committed all of its available resources to the emergency. (CALEA 2.1.3.c)

XI. **Demobilization (CALEA 46.1.2)**

A. Incident Commander Responsibilities:

The Incident Commander will:

- 1. Make the determination that the specific site has been controlled.
- 2. Verbally notify the **EOC** Police Operations Officer, to include:
 - a. An incident summary.
 - b. Which units and resources need to remain committed and an estimate of how long they will be needed.
 - c. Which units and resources will be released.
 - d. An initial damage assessment.
 - e. Any continuing actions necessary.
 - f. Which areas may be re-opened to the public.
- 3. Follow-up of the verbal notification will be made with a written report to be forwarded to the Disaster Manager via the **EOC** Police Operations Officer. The written report will include the information required on page L2 of the Emergency Operations Plan.
- 4. Ensure that evacuation tags and perimeter signs are removed and notify the **EOC** Police Operations Officer upon completion.

B. **EOC** Police Operations Officer Responsibilities:

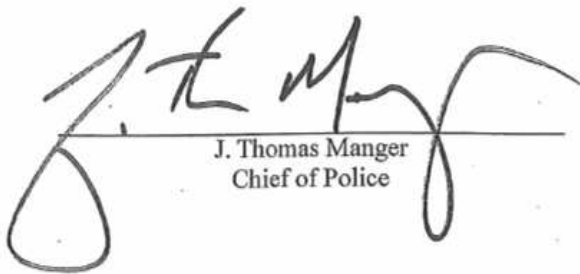
- 1. Reassign or return to service any released units as specific sites de-escalate.
- 2. Ensure specific site security until final damage assessment is complete.
- 3. Designate population return routes in conjunction with the appropriate authorities (MSP, State/County DOT).
- 4. Plan and control re-entry into evacuated areas.

5. Identify shelters that can be deactivated in cooperation with **EMG** and the Red Cross.
6. Collate report information received from police Incident Commanders and provide a written summary of all police operations.
7. Activate the Damage Assessment Team to provide reports to the Department of **Permitting Services (DPS) or the EMG Logistics Team** if the EOC is activated. Estimate the damage to police facilities, vehicles, and specialized equipment including the Command Buses.
8. Ensure that damage assessment reports are forwarded to **DPS** or the EMG Planning Team within 24 hours following a disaster or public emergency.

XII. Proponent Unit: FSB Administration

XIII. Cancellation

This directive cancels Function Code 901, dated 05-11-99.



J. Thomas Manger
Chief of Police